

Message Text

CONFIDENTIAL

PAGE 01 MOSCOW 04444 01 OF 02 021240Z
ACTION EUR-12

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01
MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02
/069 W

-----021300Z 033449 /41

R 021100Z APR 77
FM AMEMBASSY MOSCOW
TO SECSTATE WASHDC 5806

C O N F I D E N T I A L SECTION 1 OF 2 MOSCOW 4444

E.O. 11652: GDS
TAGS: AMGT, PFOR, UR, US
SUBJECT: ANNUAL POLICY ASSESSMENT - USSR - PART II

REF: (A) STATE 38356, (B) MOSCOW 4443, (C) MOSCOW A-68

1. SUMMARY: IN REFTEL B THE EMBASSY DESCRIBED ITS ASSESSMENT OF UNITED STATES POLICY TOWARD THE SOVIET UNION. THIS MESSAGE RESPONDS TO SECTIONS II AND III OF REFTEL A AND THEREBY COMPLEMENTS REFTEL B. THIS TELEGRAM SHOULD BE CONSIDERED IN CONJECTION WITH A-68 (REF C) IN ORDER TO FORM A COMPLETE PICTURE OF EMBASSY MOSCOW'S RESOURCES AND THE UNUSUAL CONSTRAINTS IMPOSED BY THE SOVIET SYSTEM.

2. REFTEL A, PART II: RESTRUCTURING HAS BEEN CONSIDERED AS RECENTLY AS LAST FALL DURING AN INSPECTION, BUT IN BALANCE, THE PRESENT STRUCTURE APPEARS TO MEET MOST EFFECTIVELY THE EMBASSY'S PRESENT ORGANIZATION NEEDS. THE KEY IN SUCH A PROCESS, DEFINING OBJECTIVES, LIES PRIMARILY WITH WASHINGTON. WITH SPECIFICALLY DEFINED OBJECTIVES, THE EMBASSY WOULD BE IN A POSITION TO RECOMMEND A STRUCTURAL PATTERN DESIGNED TO MEET THOSE OBJECTIVES.

REFTEL A, PART II, PARA B - OTHER AGENCY PROGRAMS: MOSCOW IS UNUSUAL AMONG LARGE EMBASSIES IN THAT A LARGE MAJORITY
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 MOSCOW 04444 01 OF 02 021240Z

OF THE AMERICAN PERSONNEL ARE STATE EMPLOYEES. ONLY DOD, USIS, AGRICULTURE AND COMMERCE HAVE PERSONNEL ASSIGNED HERE. THEIR LEVELS ARE APPROPRIATE TO THEIR PROGRAMS AND RESPONSIBILITIES.

3. REFTEL A, PART III, REPROGRAMMING: UNLIKE ALMOST ANY OTHER FOREIGN SERVICE POST, MOSCOW OPERATES UNDER INTENSE CONSTRAINTS

IMPOSED BY THE SOVIET GOVERNMENT. THE MOST SEVERE OF THESE IN TERMS OF STAFFING AND NUMBERS OF PERSONNEL IS THE CHRONIC FAILURE OF THE SOVIET AUTHORITIES TO PROVIDE ADEQUATE HOUSING. SINCE THERE IS LITERALLY NO HOUSING AVAILABLE IN THE SOVIET UNION EXCEPT THAT PROVIDED BY THE GOVERNMENT, MOSCOW HAS OPERATED UNDER PERSONNEL RESTRICTIONS FOR MANY YEARS. THIS CONSTRAINT IS TANTAMOUNT TO A PERSONNEL CEILING SYSTEM. THERE HAVE BEEN SEVERAL INSTANCES WHERE WE HAVE BEEN UNABLE TO ACCEPT PERSONNEL, EVEN FOR EXISTING POSITIONS, BECAUSE OF A LACK OF HOUSING.

THEREFORE REPROGRAMMING HAS BEEN A COMPELLING FACT OF LIFE IN MOSCOW FOR MANY YEARS. THE SEVERE SHORTAGE OF HOUSING PRECLUDED ANY OTHER ALTERNATIVE, AND THEREFORE MOSCOW IS UNABLE TO SUGGEST REPROGRAMMING PROPOSALS AT THIS TIME.

4. REFTTEL A, PART III, INCREASES-DECREASES: A-68 (REF C) LISTS EIGHT NEW NEEDED POSITIONS IN PRIORITY ORDER. THE TOP TWO ARE MEDICAL PERSONNEL NECESSARY TO FULFILL MEDICAL PROGRAM RESPONSIBILITIES. THE REMAINING NEW POSITIONS REQUESTED IN A-68 ARE NEEDS WHICH HAVE BEEN RECOGNIZED FOR A LONG TIME BUT WHICH HAVE GONE UNFILLED BECAUSE OF THE HOUSING SHORTAGE.

5. REFTTEL A, PART III, LOWER PRIORITY POSITIONS: IT SHOULD BE NOTED THAT UNDER THE PRESENT MISSION STRUCTURE THE MOST EXTREME SHORTAGES EXIST IN THE SECRETARIAL STAFF, YET THERE IS NO OVER-STAFFING AS SUCH IN ANY AREA. NEVERTHELESS, THE FOLLOWING FIVE POSITIONS ARE IDENTIFIED AS THE LOWER CONFIDENTIAL

CONFIDENTIAL

PAGE 03 MOSCOW 04444 01 OF 02 021240Z

PRIORITY ONES EVEN THOUGH ELIMINATION OF ANY WOULD BE SERIOUSLY DETRIMENTAL TO THE MISSION'S ABILITY TO FULFILL ITS RESPONSIBILITIES.

A) LENINGRAD - SECRETARY TO THE DEPUTY PRINCIPAL OFFICER - POSITION 00-006. THE ELIMINATION OF THIS POSITION WOULD SUBSTANTIALLY REDUCE THE CONSULATE'S FLEXIBILITY AND CAPACITY FOR CLASSIFIED SECRETARIAL SERVICES.

B) MOSCOW - ASSISTANT SECURITY OFFICER - POSITION 56-165. THIS IS A RECENTLY ESTABLISHED POSITION AND ITS ELIMINATION WOULD SUBSTANTIALLY HAMPER THE SECURITY ACTIVITIES AT POST WITH A HEAVY SECURITY WORK LOAD.

C) CONSULAR - SECRETARY - POSITION 30-079. THE ABOLITION OF THIS POSITION WOULD DEPRIVE THE CONSULAR SECTION OF BADLY NEEDED SECRETARIAL SUPPORT. IT WOULD ALSO ELIMINATE ANY FLEXIBILITY WHATSOEVER IN THE EMBASSY'S ABILITY TO REASSIGN TEMPORARILY THE INCUMBENT TO OTHER

OFFICES FOR WORK OVERLOADS. ADDITIONALLY, BECAUSE IT USUALLY TAKES AT LEAST 10 DAYS TO OBTAIN A SOVIET VISA, MOSCOW IS GENERALLY NOT ABLE TO RELY ON TDY SECRETARIAL ASSISTANCE FROM OTHER EUROPEAN POSTS.

CONFIDENTIAL

NNN

CONFIDENTIAL

PAGE 01 MOSCOW 04444 02 OF 02 021306Z
ACTION EUR-12

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01
MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02
/069 W

-----021308Z 033801 /40

R 021100Z APR 77
FM AMEMBASSY MOSCOW
TO SECSTATE WASHDC 5807

C O N F I D E N T I A L SECTION 2 OF 2 MOSCOW 4444

D) ASSISTANT GSO - POSITION 52-154. THIS POSITION WAS CREATED IN 1975 AS A DIRECT RESULT OF INSPECTORS' FINDINGS THAT SOVIET CONTRACT EMPLOYEES REQUIRED SUBSTANTIALLY INCREASED SUPERVISION. THE ABOLITION OF THIS POSITION WOULD BE A SERIOUS SETBACK FOR THE EMBASSY'S ATTEMPTS TO IMPROVE THE LEVEL AND QUALITY OF PERFORMANCE OF ITS GENERAL SERVICES OPERATIONS.

E) TRADE POSITION OFFICER - POSITION 21-147. THE ELIMINATION OF THIS POSITION WOULD SEVERELY HANDICAP THE COMMERCIAL SECTION IN THE PERFORMANCE OF ITS DUTIES AT A TIME WHEN AMERICAN-SOVIET TRADE IS INCREASING. IT WOULD ALSO RUN COUNTER TO A STATE/COMMERCE AGREEMENT ON STAFFING THE COMMERCIAL OFFICE.

6. REFTTEL A, PART III, PARA 14, MISSION STAFFING CHART: THERE FOLLOWS THE STAFFING CHART AS REQUESTED. ALL SOVIET EMPLOYEES ARE UNDER CONTRACT THROUGH AN AGENCY OF THE SOVIET GOVERNMENT AND CONTROLLED BY THE SOVIET GOVERNMENT. THIS IS ANOTHER MAJOR CONSTRAINT TO MOSCOW OPERATIONS SINCE WE HAVE NO CHOICE REGARDING THE HIRING, FIRING OR ASSIGNING OF SOVIET EMPLOYEES. ADDITIONALLY, THE QUALITY OF SOVIET EMPLOYEES IS EXTREMELY LOW AND THIS SOMETIMES NECESSITATES THE USE OF AMERICAN IN WORK WHICH IS ORDINARILY DONE BY LOCALS (E.G. B&F, PER AND OTHER ADMINISTRATIVE FUNCTIONS).

CONFIDENTIAL

CONFIDENTIAL

PAGE 02 MOSCOW 04444 02 OF 02 021306Z

7. CURRENT FY 77 (MOSCOW, LENINGRAD & KIEV)

AGENCY SOVIET SOVIET
 FUNCTION AM.OFFS. AM.STAFF PROFES. STAFF

STATE

EXEC	5	5	-	10
POL	13	4	5(P	2
			TEACHERS)	
ECON/CML	8	2	1	-
CONSULAR	7	2	1	7
SCIENCE	4	1	1	-
ADMIN	42	2	4	139
OF WHICH				
COMM	19	-	-	-
SEC	5	1	-	-
REGIONAL	-	-	-	-

OTHER AGENCIES

USIS	11	3(PLUS 2	2	8
		SEC LIR VACANT)		
AGRIC	3	1	-	-
TREAS	-	-	-	-
JUST.	-	-	-	-
DOD	18(INC.2	32	-	7
	CIVILIANS)	(INC 17 MSG		
	PLUS 2 VACANT			
	LIR SEC.)			
AID	-	-	-	-
COMMERCE	1	1	-	1

PROJECTED FY 79

STATE
 CONFIDENTIAL

CONFIDENTIAL

PAGE 03 MOSCOW 04444 02 OF 02 021306Z

EXEC	5	5	-	10
POL	13	4	5	2
ECON/CML	18	3	1	-
CONSULAR	7	2	1	7
SCIENCE	4	2	1	-
ADMIN	44	4	5	155

OF WHICH

COMM	19	-	-	-
SEC	5	1	-	-
REGIONAL	-	-	-	-
TOON				

CONFIDENTIAL

NNN

Message Attributes

Automatic Decaptioning: X
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: PARM REPORTS, CERP 0001
Control Number: n/a
Copy: SINGLE
Sent Date: 02-Apr-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977MOSCOW04444
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D770114-0631
Format: TEL
From: MOSCOW
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1977/newtext/t19770496/aaaadfix.tel
Line Count: 229
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 36888bab-c288-dd11-92da-001cc4696bcc
Office: ACTION EUR
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 77 STATE 38356, 77 MOSCOW 4443, 77 MOSCOW A-68
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 11-Mar-2005 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 2920636
Secure: OPEN
Status: NATIVE
Subject: ANNUAL POLICY ASSESSMENT - USSR - PART II
TAGS: AMGT, PFOR, UR, US
To: STATE
Type: TE
vdkgvwkey: odbc://SAS/SAS.dbo.SAS_Docs/36888bab-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009